

Approved For Release 1999/09/16 : CIA-RDP70-00058R0002001101250

McCone, With Much to Learn About CIA, Must Revamp Agency While Operating It Efficiently

Group's Upheaval Began With Cuban Fiasco—New Director Clashed With Eisenhower Administration in Advocating Nuclear Tests.

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WASHINGTON, Oct. 7.

WHEN JOHN A. MCCONE takes over the Central Intelligence Agency he will have a great deal to learn about a vast apparatus that spends several times as much as the State Department. He will also, and this may be an even more difficult assignment, face the need to make drastic changes in the function and structure of CIA.

On his desk he will find a series of recommendations by the President's foreign intelligence advisory board headed by James R. Killian Jr. of Massachusetts Institute of Technology. They call for drastic surgery on the organization that has grown to extraordinary size in the post-war era.

How will it be performed—even whether it will be performed—depends on McCone, the new director. But, as one of those assigned by the President to look into CIA after the Cuban fiasco put it, the surgical operation must not be allowed to interfere with the day-to-day functioning of an agency considered vital to America's security.

For CIA, which may spend secretly as much as two to three times the \$279,000,000 budget of the State Department, this is a period of upheaval. It began with the Cuban invasion. In a flood of public criticism, the CIA was charged with "selling" that tragic misadventure to the President on the basis of intelligence reports predicting that a small landing operation would cause Cubans to overthrow Castro. Sober judges taking part in the post-mortem believe the basic charge is unjustified.

ON TOP OF THIS, the CIA has been building a large structure on the Potomac in Virginia to house most of the agency. The new home for 10,000 employees is nearing completion and the locked files are being moved out under armed guard and in utmost secrecy from the temporary buildings CIA has occupied.

Now comes a new director to replace Allen Dulles who retires next month as he had long planned to do. What kind of leadership will McCone give to CIA? What kind of director will he make? This is perhaps the biggest question mark in the present difficult transition.

His appointment, which came as a surprise, was on the whole approved. Most commentators give him high marks for leaving his extensive shipping and industrial interests to take what will be an onerous and probably thankless job. But there has been criticism of the appointment on the score that McCone is an advocate, and a fierce, determined and able advocate, rather than an operator, a technician; which, in this view, is what CIA needs.

AS CHAIRMAN of the Atomic Energy Commission, McCone, following Lewis L. Strauss who quarreled with almost everyone, did a smooth, effective job of winning over the Joint Congressional Atomic Committee. That committee not only exercises a veto power, but seems at times to run the nuclear show. McCone is said to have given the members more secret information than they had ever had before.

When, however, it came to what seemed to be the declared policy of the Eisenhower Administration for a continuing effort to get agreement with the Soviets on a nuclear test ban and a moratorium on testing, McCone became an advocate. In public and in private, he rarely missed an opportunity to argue for resuming weapons tests and

proof, he believed the Russians were testing secretly. On at least one occasion he clashed with considerable heat with Secretary of State Christian A. Herter on this issue.

DULLES, in the view of those who surveyed the agency, was a "case operator" and a superb one. His passion was to follow the covert operations of CIA with all his wide knowledge of men and events and his operating skill. But he was no administrator and the CIA expanded like a balloon on a hot day.

The intelligence bureaucracy is truly formidable. The three military intelligence services—Army, Navy, Air Force—have been compressed into a Defense Intelligence Agency, DIA. Its reports go to the CIA's Board of National Estimates which in turn passes them on to the United States Intelligence Board headed by the CIA director.

Six members of the USIB come from the Defense Department and DIA. Then the final report goes to the President and the National Security Council. That, in greatly over-simplified form, is the structure which McCone must manage.

The CIA's new building provides 1,000,000 square feet of space for the agency, plus 600,000 for corridors and service areas. It is 926 feet long and 478 feet wide. This is said to be roughly one third the capacity of the Pentagon. It has an auditorium, a reinforced concrete, dome-shaped structure, seating 600 persons. Two parking lots covering 21 acres provide space for 3000 automobiles.

THE BUILDING was Dulles's dream. The retiring director, a brother of the late John Foster Dulles, had made known shortly before his sixty-eighth birthday anniversary in April his desire to step out. He has had a strenuous career, including four years of operation in World War II in Switzerland where he maintained contact with the Nazis plotting Hitler's overthrow and obtained much valuable secret information.

The U-2 incident a year ago and the Cuban fiasco were blows to Dulles. In each instance he offered to resign and accept the responsibility, but President Eisenhower and President Kennedy declined to accept the resignations, which they felt would appear as evasion of their responsibilities.

What the foreign intelligence advisory board has recommended in the way of sweeping changes is not known.

thing else connected with CIA, a carefully guarded secret. There has been discussion of separating the two principal functions of CIA. One is the overt and more or less open function of collecting intelligence data and evaluating them.

THE OTHER function is the cloak-and-dagger one of secret espionage and counter-revolution. It has been suggested that the latter operation, particularly where paramilitary action is concerned, be turned over to the Defense Department. Whether this will be done depends on McCone and his appraisal of CIA and its future.

A frequent criticism of the agency is that in its swift expansion it has tended to overshadow the State Department and the Foreign Service which, under law, has the authority to conduct the foreign policy of the United States.

In almost every embassy in the world, CIA agents have a "cover" serving as the ambassador's staff. Ambassadors have in some instances complained that these CIA men fail to take the head of the mission into their confidence in their free-wheeling operations. The most conspicuous example was in Laos, where the CIA and the Pentagon are said to have ignored the embassy in carrying out a policy of their own to replace a neutral government with one actively on the side of the west.

American correspondents, such as Keyes Beech of the New York Daily News, writing from the Laotian capital of Vientiane, have been sharply critical of the intervention of the CIA, crude and in the end of its cloak-and-dagger performance.

THE ANSWER of CIA men is that, if the agency were strong enough to exercise the authority that it has by law, that sort of thing could never happen. It is true where ambassadors are weak or indifferent that this occurs. But the fact is that CIA has almost unlimited funds to spend with no accountability to Congress or the public while the State Department is often hard pressed to find money for routine tasks.

The question of accountability is also very much to the fore. Members of Congress have felt that some committee, if not an appropriations committee then a

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